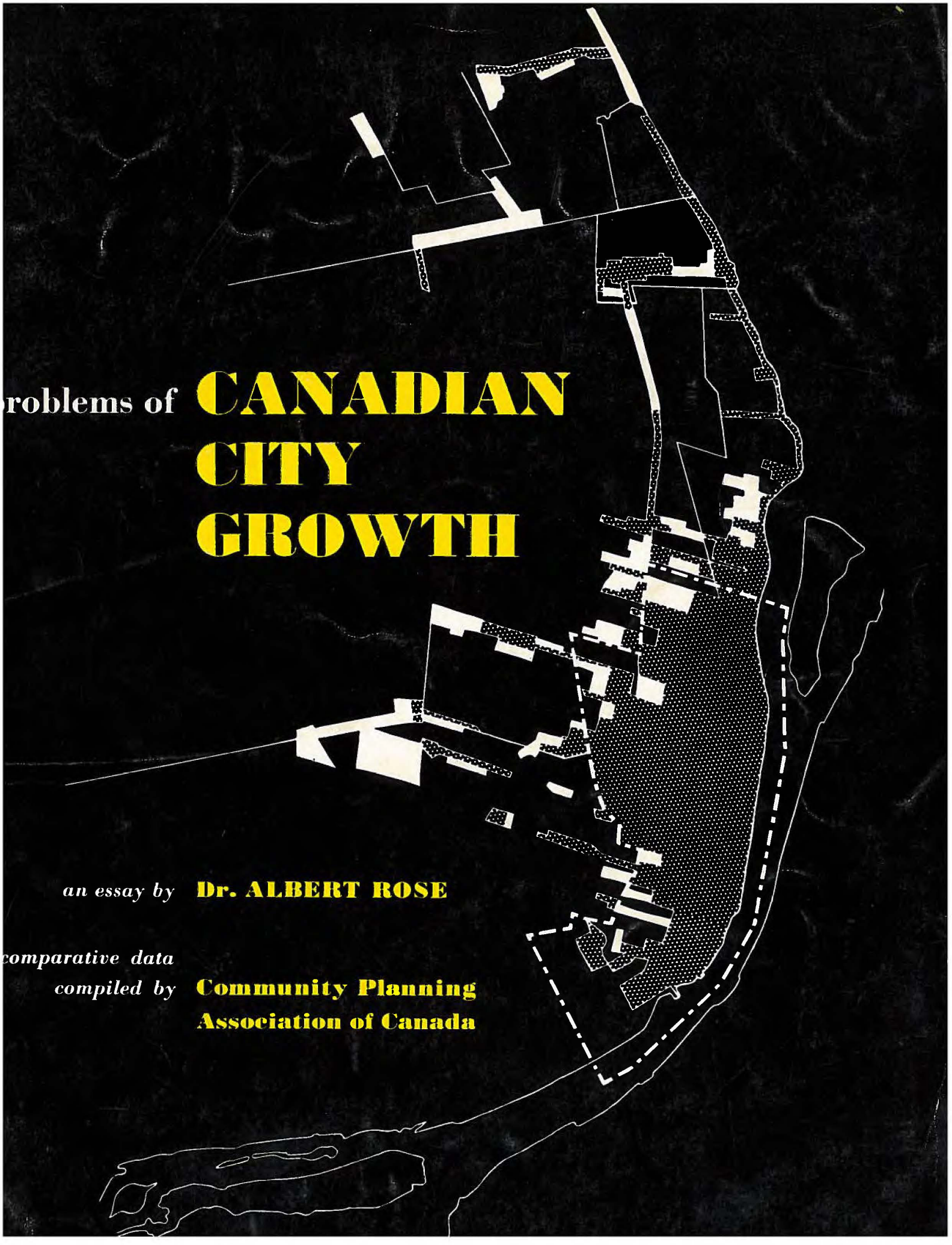
roblems of

# CANADIAN CITY GROWTH



*an essay by* **Dr. ALBERT ROSE**

*comparative data compiled by* **Community Planning Association of Canada**

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# *Problems of*
# CANADIAN CITY GROWTH

*an essay on Metropolitan Administration and Planning*

**by Dr. ALBERT ROSE**

*comparative data in graphic form on 14 Major Centres*

**compiled by the Publishers**

*Ottawa*
COMMUNITY PLANNING ASSOCIATION OF CANADA
*1950*

***The Author:*** When in 1947 the Toronto City Council and twelve suburban municipalities asked the Civic Advisory Council to study the structure and problems of local government in the Toronto agglomeration, Dr. Albert Rose was appointed to direct that study. Dr. Rose brought to it his qualifications in political economy gained at Toronto and Illinois Universities, and experience in governmental and welfare agencies. He is now Assistant Professor of Social Work at the University of Toronto, where he is exploring a method of analysing local housing needs. Dr. Rose is very active in the Toronto Branch and Ontario Division of CPAC. The present paper is an extension of material he presented to our National Conference in 1949.

***The Maps:*** Planning agencies in a number of major Canadian cities have kindly provided information from which our maps of post war city growth are drawn. These agencies, and the pages on which the data appear, are as follows:

12 **Montreal:** CITY PLANNING DEPARTMENT; Aimé Cousineau, *Director*
14 **Vancouver:** TOWN PLANNING COMMISSION; J. A. Walker, *Engineer*
16 **Toronto:** TORONTO AND YORK PLANNING BOARD; T. LeMay, *Director*
18 **Ottawa:** NATIONAL CAPITAL PLANNING SERVICE
19 **Quebec:** TOWN PLANNING COMMISSION; Rolland Bédard, *Director*
20 **Halifax:** TOWN PLANNING COMMISSION; Philip Dumaresq, *Engineer*
21 **Saint John:** TOWN PLANNING COMMISSION; P. Fowler, *Secretary*
22 **Winnipeg:** METROPOLITAN PLANNING COMMISSION; E. Thrift, *Director*
23 **Regina:** COMMUNITY PLANNING COMMITTEE; Town Planning Consultants Ltd.
24 **Edmonton:** CITY ARCHITECT'S DEPARTMENT; Max Dewar, *Architect*
25 **Calgary:** ENGINEERING DEPARTMENT; J. Lamb, *Town Planning Engineer*
26 **London:** LONDON AND SUBURBAN PLANNING BOARD; G. Culham, *Consultant*
27 **Hamilton:** PLANNING AREA BOARD; David Jamieson, *Commissioner*
28 **Windsor:** PLANNING AREA BOARD; Norah McMurray, *Secretary*

# FOREWORD

The Community Planning Association of Canada was formed by people sharing two ideas: (1) that we were bound to have a spate of post war city-building; and (2) that to be satisfactory this development should be moulded in forms established through comprehensive foresight and planning. The second idea was the outcome of previous urban land booms, when city plans had too often been crumpled in the rush—or forgotten in the distraction—of that very buying and selling of real estate, that building and demolishing, to which the plans were meant to give some pattern and order.

CPAC was not alone in this country in holding high hopes for post war city planning. Scores of City Councils between 1944 and 1948 voted to have official plans prepared. A selection of these appeared in our publication *Community Planning in Canada.* The part to be played by groups of citizens in securing the application of these plans was discussed in the booklet *Community Planning is Common Sense.* As the building boom of the 1940's proceeded, it was seen that residential development was spreading out beyond established urban boundaries, on to open farm land; and that developers were tending to treat an extensive area in each operation—building scores of houses together in a season. For their use was published the manual of residential area design by Harold Spence-Sales entitled *How to Subdivide.*

As a new decade opens, it seems time to take some stock of the new ground covered by urban building since the war, and to review some of the administrative problems that have arisen as the wave of urban formation swept outward across municipal boundary lines. The present booklet, *Problems of Canadian City Growth,* contains materials for this stock-taking and review.

The acres of post war urbanization around fifteen major Canadian centres are shown by maps; these are drawn to uniform scale and also indicate the built-up areas as of 1945 and municipal boundaries as of 1949. Each map is accompanied by a chart revealing: (1) the *numerical quantity* of post war house-building in relation to the housing stock in use at the 1941 Census; and (2) the *dollar value* of manufacturing plants built since 1944 in the same area. These maps and charts give some idea of the extent and character of post war building in each metropolitan area; they also disclose striking contrasts between cities, as to quantity and types of post war development.

This very rate of metropolitan growth has produced its own disorder and confusion. Unguided city-making has too often proved an expensive and self-defeating undertaking; those most responsible for it have been confirmed in their conviction that the techniques of city planning must soon be pressed into full use, and on the metropolitan scale. If the rapid expansion of our major centres is to continue—and there is every reason to think it is—then effective metropolitan planning is now an urgent issue in Canada.

To achieve a satisfactory method of metropolitan planning, we must first study what has been happening out on the ground around our multi-municipal centres, and what is going on in the minds of those in charge of the local governments in these areas. The graphic material and the paper by Dr. Albert Rose, presented together in this booklet, are offered as contributions to that necessary understanding.

*56 Lyon Street,*
*Ottawa, June 1, 1950*

**Alan H. Armstrong**
*Community Planning Association of Canada*

# *Dr. Albert Rose:* PROBLEMS OF CANADIAN CITY GROWTH

## Introduction

In every metropolitan area in Canada, in those of the United States and the United Kingdom, in fact throughout the entire world there is great concern with the problem of adequate organization of modern metropolitan communities. Despite a variety of attempted political and economic solutions it remains true of all large urban aggregations of population in all countries that this great political problem remains unsolved.

It is important to recognize that "The Metropolitan Problem is not one but many interrelated problems which develop and become more complex as rapidly expanding metropolitan communities seek to adjust outgrown forms of organization and administration."[1]

As Canadians we must first of all realize that the problems of metropolitan areas are tremendously complex and that there is very little likelihood of simple solutions being found. Experience in at least Montreal and Toronto suggests that there is a widespread tendency in this country to underestimate the complexity of such problems. Although we have been led to believe otherwise, solutions to the problems of metropolitan areas in Canada are not likely to be found in the simple transference of administrative and political forms from English experience, American experience, or that of other countries. As a general rule Canadians might be wise to avoid the assumption that the panacea exists if only we were to make use of it.

## Nature and Growth of a Metropolitan Area

"A metropolitan area is a group of urban municipalities linked closely, physically, economically and socially, so that in many ways they may be considered a single community."[2] The centre of economic and social life in a metropolitan area is a large city, a 'central' or 'mother' city from which people move to establish suburban communities.

Students of modern metropolitan growth have identified several characteristics of that growth. In the first place, they emphasize that such communities grow primarily *from the inside outwards* rather than chiefly through the process of settlement by new people on the outskirts of the existing city. Residents of the central city, together with some new people, move out beyond the city to be governed by existing rural or semi-rural governments. Alternatively, they may group together to found new governments of their own. "They are replaced in the more densely populated central regions by new populations whose influx may even have played a part in the outward movement of older residents."[3]

It is not difficult to realize that these growth processes create a whole host of problems both for the central city and for the suburban areas. In the central city the problems are primarily those of housing, community planning and urban redevelopment. As the metropolitan area expands a great strain is placed upon the urban centre leading to the deterioration of some areas and the need for rehabilitation and redevelopment of blighted sections.

At the same time the process of settlement of new urban areas brings a series of problems for these relatively small municipalities. In particular, the outer settlements face great difficulties in providing such basic municipal services as water, sewage and garbage disposal facilities; police and fire protection; and especially educational facilities. One of the most important reasons for these unusual difficulties is the fact that suburban municipal growth is extremely rapid, by comparison with that in any municipality of comparable resources that is separated from a metropolitan area.

Another situation arises in the growth of a metropolitan community, as expansion reaches and encloses older settlements which previously enjoyed an independent political and social status. Such communities face particularly the problems involved in the impact of new arrivals upon an old established population. The new arrivals demand services previously unwanted or denied to older residents, and frictions develop. The relative tax assessment of older residential and rural properties and newer residential areas is a further source of friction and difficulty.

In understanding these processes of growth and the attendant problems, it should not be assumed that the solutions are known and pressed on one side only by a group of 'democratic realists'. (Another view of this group is that they are 'big city politicians' lusting for power.) On the other hand we should not assume that the solutions are being resisted by 'democratic realists' who this time are suburbanites, (and in another view are 'wilful tin-horn politicians').

## A Summary of Metropolitan Trends

### *Population*

It is true of almost every metropolitan area in this world that the population of the central city, the core of the metropolitan community, has been stabilizing for two or three decades; it is growing very slowly or actually declining. On the other hand, the population of the municipalities surrounding the central core has been increasing at a fairly rapid rate. The rapidity of the increase has been stepped up tremendously since 1940 and particularly since 1945, with the result that the relative position of the population of the area surrounding the central core is becoming more significant

1. *First Report*, Committee on Metropolitan Problems, Civic Advisory Council of Toronto; Toronto, December 1949, p. 8.
2. ibid, p. 1.
3. ibid, p. 1.

all the time. In Toronto, for example, the population of the traditional suburbs is about one-third of the population of the whole area. The central city, which at the end of the First World War was about eighty-five percent of the total, now represents only about two-thirds.

### *Provision of Services*

In most metropolitan areas we find a central city built up, fully serviced for the most part, with no vacant land, yet in possession of the essential technical and financial power to expand and to provide municipal services over wider areas. On the other hand the suburban municipalities possess land but have not installed the services and face tremendous financial problems in attempting to service the huge areas now being populated very rapidly.

### *Housing*

The whole question of housing provision naturally follows from this analysis. The central city has almost no land and few if any houses are built therein. Humphrey Carver, in his studies of Toronto between 1946 and 1948, demonstrated that over a period of two decades the City proper had built one dwelling unit for every *seven* persons of additional population; while the suburban municipalities claim they have no housing shortage because they were the site of one new housing unit for every *three to four* persons of additional population.[4] In a metropolitan community as described, obviously very little if any new housing provision will take the form of rental housing. Suburban dwellers are almost entirely home owners.

### *Education*

Educational provision assumes enormous significance as a phase of the overall problem of metropolitan growth. The difficulty of financing educational facilities has become a serious deterrent to the provision of housing in municipalities beyond the central core of a metropolitan community. Housing means children; children mean schools, and schools cost a great deal of money in this postwar period. We usually assume that children are unwanted by landlords; we must now assume that many municipal governments share this attitude. The capital expansion required to provide a great variety of municipal services — water supply, sewerage, garbage collection, fire and police protection —assumes frightening proportions in many municipalities, when the question of providing new public and high schools must also be considered in a high-cost period.

### *Health and Welfare Services*

Population expansion suggests for many municipalities in metropolitan areas a tremendous 'contingent liability' in the event of a recession in economic activity—or the coming of the serious postwar depression which has been predicted during the past decade. Municipal councillors see the influx of population, they note the tremendous cost of services, and are worried about the liabilities which might be incurred in supplying health and welfare facilities in a depression period. At the moment they provide minimal service for the most part . . . and put off the evil day when they may have to spend a good deal of money.

### *Financial Trends*

It is fair to say that inadequate assessment procedures exist in most municipalities and that municipal revenues have always been low in relation to municipal responsibilities. Nevertheless, despite the great drop in relief expenditure most Canadian municipalities are now spending as much as they did in the period 1935-1939 on a great variety of other facilities involved in meeting the needs of expanding population. In the meantime their revenues have not expanded to meet the expenditures which they face. They are still relying almost entirely upon the property tax, which is a relatively inelastic form of taxation.

### *Political Trends*

Over the past half-century, annexation as the simple solution to the problems of metropolitan areas has somehow or other by a slow constitutional change gone out of fashion or has broken down. Annexation is being rejected as a device for solving the problems of metropolitan communities. In one sense this process has been replaced by the concept of local autonomy. The suburban municipalities in metropolitan areas insist rather upon the maintenance of the *status quo;* this implies a concern to maintain the existing forms of political organization, the present functions and responsibilities of the municipality—in fact, the whole of local organization in its present rigid form. Local authority is held to be democratic and productive of citizen participation, and the various proposed solutions to the problems of metropolitan areas are held to be authoritarian or destructive of citizen participation in local government.

## Characteristics of Metropolitan Administration

### *Concept of the Metropolitan Area*

Metropolitan areas have generally been conceived in a traditional manner which involves little more than a glance at a map, the visualization of a city surrounded by suburban municipalities and the drawing of the area to include both the city and its suburbs. There seems to be something magic in the notion that political boundaries serve well to designate metropolitan communities, even though such boundaries were often laid

4. Humphrey Carver—*How Much Housing Does Greater Toronto Need?* Metropolitan Housing Research Project, Toronto, May 1946. page 44.

down a century or more ago, and urbanization has proceeded without great regard for lines on nineteenth century maps.

The habitual conception of a metropolitan area has been reinforced by the fact that official Planning Boards have often fallen in with tradition, and have accepted the geographical boundaries of the traditional metropolitan areas as the 'planning area' within which the Board will consider long-term development. Few Canadians have questioned the familiar listings; it is now time to raise serious objection.

It is known, too, that outside the central cities of metropolitan areas little or no attention has been paid to formal community planning. For example, since the passage of the Ontario Planning Act in 1946, only four of twelve suburban municipalities in the Metropolitan Area of Toronto have appointed Planning Boards under the Act, and only two of the four have filed official plans with the Ontario Department of Planning and Development. It is interesting to note also, that these four Planning Boards were appointed by the large semi-rural municipalities of tremendous acreage, where much of the growth and housing development has occurred during the postwar period. An important question might be raised in regard to the failure of the more densely populated and relatively built-up suburban municipalities to consider community planning. Perhaps it is believed that the provision of Planning Boards and the process of planning is something held in store for the 'under privileged' municipalities.

## *Forms of Metropolitan Administration*

It must be realized that a great many forms of administration will be found in most metropolitan areas. Some municipal services, for instance, are administered directly by municipal councils. Sometimes such supervision is exercised through a standing committee of the council: to guide the municipality in the provision of such services as sewage disposal, police protection or planning. Under this form of administration very often a minimal staff provides minimal service on a minimal budget.

Some municipal services are administered directly by Administrative Commissions or Public Utility Commissions. In Canada, the Greater Vancouver Water District, the Vancouver Metropolitan Health Board, the Greater Winnipeg Water District, the Toronto Transportation Commission, are examples. Such Administrative Commissions are wholly owned by the citizens and usually provide extremely efficient service at reasonable cost. Often, however, local municipalities elect commissioners for one or two-year terms to Public Utility Commissions which may provide water, sewage disposal, hydro electric power, or combinations of these services.

In several Canadian Provinces certain municipal services are provided under boards or commissions required by statute. In Ontario a Board of Health, for example, must be constituted in every municipality with its composition laid down in the Public Health Act. Adherence to the law, of course, reveals little or nothing of the qualitative or quantitative aspects of the service provided by the municipality.

Finally, we find some municipal services provided and administered through departments in other municipalities, either in whole or in part, by inter-municipal agreement. A good deal of co-operation already exists in all metropolitan areas in the provision of municipal services. But some of these agreements date back two, three or even five decades, and there is little awareness of the original basis on which the agreement was made.

The fulfilment of such inter-municipal agreements between the central city and a suburban municipality, or between any two municipalities, often involves—in a time of municipal expansion such as has occurred in the postwar period—continued demands upon the supplying authority. Such demands take the form of requests for better service, for new service installations, for greater quantities to be supplied, of water or whatever the end-product of the service may be. Very often the supplying municipality is unable to meet these requests in view of its own expansion, and serious inter-municipal frictions develop.

There is much controversy in a period of expansion concerning the profitability or non-profitability of such inter-municipal agreements for either the central city or the suburbs. Some persons contend that these agreements have paid handsome dividends to the supplying authority, particularly in terms of debt-free installations. Others will deny this contention and point to complex problems of costing, future capital requirements and the like. It is extremely difficult to obtain an adequate picture of the true financial situation.

## *The Appropriate Administrative Area*

Little attention has been paid in metropolitan areas to the question of the appropriate administrative area for the provision of specific municipal services. It is possible that the service areas should differ geographically for the various types of service—transportation, water supply, sewage disposal, police protection, etc. There is the important question, too, as to whether the 'planning area' must necessarily correspond with the administrative area or areas.

## *Conclusions on Municipal Service Provision*

The key to the overall problem of metropolitan service provision would seem to lie within the spheres of community planning, with special stress on provision of housing and of educational facilities. Given (a) adequate provision in metropolitan areas for long-term community planning; (b) a housing program which meets the needs of the average citizen without casting undue burdens upon local municipalities; and (c) some solution to the very difficult problem of educational

provision; then the remainder of the complex metropolitan problem might fall into place. The danger with this sort of conclusion, obviously, lies in its oversimplification, and it should be pressed with caution.

## Considerations of Importance in Planning

### *1. An Adequate Conception of a Metropolitan Area*

As persons interested in community planning—whether citizens or technical experts—we must perforce give consideration to an entirely new conception of the metropolitan area and metropolitan development. We may have to throw overboard the traditional boundary lines and the traditional conceptions of the planning area.

Planned growth in a metropolitan area requires a broadly conceived planning area, and legislative provisions to make possible the community management of urbanization and retention of an agricultural green belt surrounding the urbanized areas. Development must be planned in outline for long periods, perhaps as much as fifty years ahead. Development on the outskirts of metropolitan areas must be directed; and we must be able to plan not merely the central city, not merely one or two suburban municipalities in isolation, but the whole metropolitan area as it is broadly conceived.

Overall community planning for metropolitan communities necessitates the creation of adequate machinery, both advisory and technical, as a basic prerequisite. This is not to deny that there are a great many planning questions of immediate or short-run concern; but these should not be handled as if they were the ultimate goals of planning. Visualization of the planning process as a continuous one extending over several decades seems essential.

### *2. Do the Planning Area and the Administrative Area Correspond?*

One of the most important questions relates to the problem mentioned previously, of the relationship of the planning area and the administrative area. How far does the planning area as defined in terms of the most modern concepts of the professional planners (assisted by enlightened citizens) correspond with the most appropriate areas for administrative purposes in metropolitan areas? Must they correspond in the case of each municipal service? It seems obvious that it is not essential that they do correspond. The planning area for a metropolitan community must be so broadly conceived that many municipal services will be provided only over a small or moderate proportion of the entire planning area. If planning and servicing areas do not correspond, however, the community and its planning authorities will face many difficult problems in the planned extension of basic municipal services.

### *3. Roles of the Elected Representative, the Technical Expert and the Citizen in Metropolitan Planning*

On all sides we hear that what we need in our community planning activities is more and more technical advice. There is an important principle involved in this discussion: we do not seem ready as citizens to hand over everything to the so-called technical expert or professional planner. What must be determined, of course, is the question of balance. What should be the role of the technical expert and his formal plans, 'master' and otherwise? What is the role of the elected representative once some outline plans are formulated and presented to the municipal council? Obviously a good many problems of definition remain in considering the continuing process of study and implementation—whether for metropolitan areas or smaller individual municipalities.

One major problem relates to the composition of planning boards. At the present time citizens appointed to such bodies may be businessmen, representatives of veterans' organizations, labor organizations, women's organizations and the like. As citizens they secure the technical advice of experts in municipal planning departments, or they call in private professional technical consultants. Then they may or may not accept or ignore the technical advice profferred. Let us assume that they accept it. The Planning Board will then publish a report which is presented for approval to other citizens who have been elected to municipal office.

In this whole process—citizen appointment, technical consultation, council approval or disapproval—much remains to be defined. Not only must we define and determine the appropriate roles of all such participants in the process, including the citizens-at-large; but we must consider how far we are willing to go in entrusting our planning to the expert. It is conceivable that the expert planner may be a person whose ideas are quite different from those of the citizenry on many questions of fundamental planning importance.

### *4. Adequacy of Present Provincial Planning Legislation*

In any consideration of the way to plan for the growth of metropolitan areas in Canada much attention must be paid to the legislative framework under which such planning can be undertaken. Already professional planners and citizen organizations are devoting much time to an examination of present provincial planning legislation. Present-day city plans may be difficult to apply; and the question might well be raised as to whether we wish to press the plans as visualized in 1950 in the form

of relatively inelastic requirements suitable for say the year 1980. To what degree do we wish to 'make the plans stick' as they are presented and approved by municipal councils and provincial planning departments at this stage in our history?

### *5. Extension of Co-operative Relationships in the Metropolitan Area*

As has been indicated previously, a great deal of co-operation already exists in any metropolitan area. On the basis of a number of inter-municipal agreements a variety of municipal services is already provided by the central city or individual suburbs for one or more contiguous municipalities. There is some danger in seeking the solution to metropolitan problems by extensions of these co-operative supplying relationships. It should be clear that such proposals do not tackle the fundamental problems of planned growth, housing provision and education. It is dangerous, too, to assume that the problems of metropolitan areas arise from lack of co-operation on the part of municipalities and their administrative officials.

### *6. Is Local Citizen Participation Menaced by Moves towards Metropolitan Government?*

The question of citizen participation in local government is of particular relevance to all Canadians interested in community planning. Many people believe that attempted solutions to the problems of metropolitan areas other than those involving merely extended co-operation, are a serious threat to citizen participation. In fact little is known of the degree of citizen participation in most local communities; very often, upon examination, much-praised local spirit proves to be little more than a myth. Certainly in the process of community planning, not enough gestures have thus far been made by the citizen and professional members of Planning Boards in the direction of citizen participation. In the sphere of local education, however, much progress has been achieved and most citizens would be anxious not to weaken the structure of participation through hasty or ill-conceived decisions.

## Summary and Conclusions

During the first half of the twentieth century the urban-rural ratio of population in Canada has been exactly reversed. In 1900 about forty of every hundred Canadians lived in urban centres and today at least sixty of every hundred are urban dwellers. There is no doubt that the proportion of urban to total population will increase slowly during the next half-century. As a result of this basic population trend, every major Canadian centre of population has assumed most, if not all, of the characteristics of a metropolitan area.

We have been unable, it seems, to foster the process of community planning to anything like the degree required to meet the rapid growth of urbanization. Our Canadian metropolitan areas face in varying degree each of the complex and interrelated problems of metropolitan communities everywhere. The solutions to such problems appear to lie within the realm of community planning.

As a beginning Canadians must modify greatly our traditional conceptions of metropolitan areas. We should now consider in each centre the whole broad area over which the unified direction of urban community development needs to be applied. The alternative is to intensify the urban chaos of the first half of the twentieth century—to encounter from generation to generation the same old problems. Those very problems are in essence the consequences of an inadequate planning process, sometimes of a complete lack of attention to the first principles of planning.

*April 1st, 1950*

# DISCUSSION

***on the Metropolitan Community and its Planning Problems.***

***The above essay is based upon a paper presented by Dr. Rose to the Third Annual Meeting of the Community Planning Association of Canada. The following observations were made from the floor following the presentation of the original paper.***

ALDERMAN H. D. WILSON (Vancouver): As I am particularly interested in the problem of metropolitan planning, I should like to make one or two comments on the points raised by Dr. Rose. I think we are all fully aware that circumstances as they develop or are developing will force us to co-operate with the surrounding municipalities in the administration of a metropolitan area. Dr. Rose referred to the elected representative. His problem is primarily one of the careful handling of the tax-payer's money, and that often will color his opinion. What is actually taking place today, is that the process of decentralization is putting the cities in the position that services and utilities that have been installed at considerable cost to the taxpayer are being neglected and not utilized to the fullest extent, because of the movement of population from the core to the suburban areas. Municipal Councils and city Councils are being continually besieged by residents who have built in the newer areas, asking for sewers, water, electric light, sidewalks, roads, and all these

public services. You must conserve your taxpayer's money in the face of this mushroom growth that is taking place today. The problem is not confined to the city of Toronto and its environs: it is a problem faced by every major city of Canada with a population of a hundred thousand or more. It is certainly the case in Vancouver and the lower Fraser Valley.

Another circumstance will also compel administrators to view this problem; that is the question of the dispersal of industry. Planners must look upon this problem from the point of view of national defence. In the light of recent announcements, on this continent cities and industry must be planned with a view to dispersal; wherever we have industry coming into a city you will naturally have the population following the industry, and therefore there must be intelligent planning so that your industry is dispersed. What is our part as an Association, or just as citizens, in trying to find the solutions, to some of these problems? Perhaps I can give some lead to Councils as to the best method of handling a regional or metropolitan area. This is a subject which has been causing a considerable amount of discussion not only in Canada but in the United States and in the countries of Europe; what we must decide on is the establishment and development of the whole regional area in order to prevent mushrooming such as takes place today—the ever expanding boundaries of our administrative area. The process begins in a city; presently, without increasing the legal limits of your city, you have to increase the administrative areas. You haven't got away from the essential difficulty of a solid core in the center and a gradual thinning out of population in your suburban area.

The plan that should be considered is to establish satellite communities—separate entities, administrative and otherwise—with open spaces, probably agriculture areas, lying between. Segregate your satellite municipalities or towns from your central city, which you will always have. Then definite limits are set upon the expansion of each system of public services.

Another system, recently adopted by Copenhagen, is to have fingers radiating from the central core of your city; you have this core, your heart, and radiating from that center you have your suburban development, you have your main lines of transportation, your utilities which have been installed are servicing in a solid line the population from the heart to the outer fringes, and between your fingers you have wedges of open spaces and open country which are so necessary.

I feel that this problem is one of the greatest problems confronting the administrative Councils of our country; and that this Association should try to finalize some opinions—which would be a guide not only to town planning commissions but to city Councils across the country.

**MAGISTRATE G. C. THOMSON, (Swift Current):** I am fortunately in the category of the enlightened citizen, because there is no person here in this hall who has less technical knowledge of the problem; and I can only stand by and say, speaking purely for myself, the deep satisfaction that the plain man gets out of these developments. We have got to keep an eye on the expert, as Dr. Rose carefully pointed out. I like to recall the comment of Lord Salisbury, who said: "If you listen to the soldiers you will be fortifying the Moon against an attack from Mars." It is quite true today, and in a lesser degree, that we have the same problem with the technical man, even if he is an engineer: he is so often running ahead of public opinion.

**MR. J. H. DOUGHTY-DAVIES, (Victoria):** Dr. Rose mentioned that one of the difficulties of housing by the smaller municipalities was due to the fact that houses bring other things in their train: schools, and so forth. I should like to underscore the idea that there is more involved in planning than the mere placing of houses, especially when the houses are being placed over practically 100% of the sites; I think a little more stress should be placed on what provision has been made for the school for the children who will be living in the houses. Also, certain housing developments are being completed miles from the nearest store. What provision is being made for shopping centres in forthcoming developments? Many will be large enough to include their own shops.

**MR. H. P. OBERLANDER, (Ottawa):** As a planner, I would like to say something about stores and their provision, schools and their provision, and all the other things which must go into a community. Houses alone are not enough.

**MR. P. A. DEACON, (Toronto):** There is an important difference between people who have a limited knowledge of certain aspects of construction and street layouts on the one hand, and enlightened planners, on the other. Another point was the reference to the master plan as something rigid, that was going to set the pattern of a city or suburb for the next fifty years. Modern master planning is not something rigid. It is a pattern which must be determined by a reasonable estimate of what is going to happen to this area. Unless we ask ourselves what is the reasonable range of population growth in the next ten or twenty years we are not even beginning to plan. That is the essence of good planning. By doing that we are not becoming dictators, who say this city may grow thus far and no more. I think it is important for all of us that the master plan be flexible.

**MR. M. ZIDES, (Regina):** Once you have set up your metropolitan area, how do you propose to administer the various functions within it—traffic control, housing, etc. What duties would remain to individual municipalities involved?

**DR. ROSE:** Likely what our committee will recommend will be a metropolitan planning commission, with responsibility for planning over the whole metropolitan area. Planning is one of those functions which probably belongs to some body which is far bigger than a local municipality. If this is agreed to, a responsible

authority would be planning for the whole area without regard to existing municipal boundaries.

**MR. ZIDES:** I am worried about putting the plans into effect through the various Councils involved.

**DR. ROSE:** The various Councils might or might not continue to exist. Some of these difficulties in administration may have to be swept away by legislation.

**MR. P. R. U. STRATTON, (Vancouver):** Some might like to know what we in British Columbia have been doing in regional planning. After a year of preparatory work by the local Division of the CPAC, the Minister responsible set up a Regional Planning Board, which held its first meeting this last month. Under the terms of the Act the Board is instructed to prepare a plan for the Lower Mainland which covers the greater Vancouver area up stream to Hope. In spite of our efforts there are not many teeth in the Act at present. We will have to produce a good plan and put it over so favorably that we will be able to convince the municipalities concerned it is to their advantage to put it into effect. On the other hand, once the plan has been accepted by the majority of the municipalities there must be some means of seeing that the municipality which has some particular axe to grind cannot torpedo the whole plan by refusing to co-operate. It does seem we will have to get an amendment to the Act to provide for that contingency, as they have in Ontario.

With regard to boundaries for the region, we are not troubled in any way because we have natural boundaries of mountains and sea, which clearly define the whole area. The area is a single economic and social unit; but it would be unwise to overlook the conflict of interest between the rural area and the urban area. We hope to set up two separate committees, but we will try to have a single executive directing the planning staff. We will try to work out some scheme of financial assistance from the municipalities and the Province. If we do not get adequate funds to get a first class planning staff we might as well say goodbye to the idea right now.

**MR. ERIC W. THRIFT, (Winnipeg):** There is a metropolitan planning commission here in Winnipeg, dealing with a lot of different government units. What we have been trying to do here was given a good push forward when we were able to get some funds. We have been able to prepare a plan which all the Councils in the area recognized as of some value because they helped to pay for it. We are trying to build confidence in the minds of the administrative authorities—Councils, and so on—in what planning can do for them with an organization set up to do that job. They have not that confidence until they have made some use of the planning service. It is difficult to build confidence while you are doing the initial job of trying to produce a plan. Councils do not see very many practical results in the first few months. An organization set up to do an overall planning job has a lot on its hands, and may not be able to deal with a lot of detailed questions that are passed to it in its early stages. The planning agency must settle some background issues before it can handle these day-to-day problems consistently.

But after initial framing of an overall plan is done, the planning organization can offer sound advice on specific questions to local authorities and thus the foundations of real confidence can be laid. Nothing is more important than the cultivation of confidence on the part of administrative authorities in the organization set up to do the planning job.

Some complain that Planning Acts in legislative passage tend to lose most of their teeth. Yet as belief in planning grows, those teeth will grow again—along with a mandate to use them. It is far better that confidence be there first—and teeth afterwards. It is the administrative authorities who really put the teeth there, not some outsiders who think teeth are good.

**MRS. W. J. SHEPHERD, (Winnipeg):** Working on the organization of the various municipalities here, we discovered the political man is just like the citizen; he wants to be educated. The only way to educate these people in the development and value of planning is to bring it to them by example. Citizens are impressed if at crucial times you can give them needed services. (At the beginning of our plan we were criticized by the planning consultant for giving too much time to these services.) One service we rendered was in connection with the development of the Norwood Golf Course property; the thing that sold the metropolitan plan to the City of St. Boniface was the service we were able to give to that town.

**MR. A. LALONDE, (Montreal):** If you would simply wipe out the name Toronto and insert the name Montreal, Dr. Rose's remarks will fit in perfectly. We have in Montreal a metropolitan committee. We have a large city, and we don't know where we are going. We have the question of the development of the south shore where there are 100,000 people. This is an outgrowth of the war. Probably half of those people have not any sewerage facilities, or even piped water. The problem is a large one, and the cost is tremendous. Who is going to pay is the great question. The master plan is not a straitjacket, it is simply something laid out for a guide. Town planners are human beings; we can start on a master plan, with sincerity, and establish mile posts which can't very well be changed in ten or fifteen years. We should strive to make the main directions rigid, so that our ideas of today will not be entirely changed in fifteen or twenty years. If our brains of today are working properly we can't make too many mistakes.

**MR. R. F. LAWRENCE, (Calgary):** I am quite sure that while we may not have the magnitude of the problems, the principles involved in these problems are identical from Halifax to Victoria.

# *An Atlas of* POST WAR URBAN EXPANSION

## *in 14 Major Canadian Centres*

The following pages present information on almost all the Canadian metropolitan centres having populations of 60,000 or more. Particularly, the maps and graphs show the ground they cover, the housing stock they possess, and the value of the manufacturing plant they have recently acquired. The material has been compiled to render easy the comparison of one centre with another.

The *maps* are drawn to uniform scale (to fit into the pages, at about 2.2 miles to the inch) and with North always at the top. They show in line the municipal boundaries as of the end of 1949. In *dotted tones* they show the areas closely built over as of the end of 1944; in *solid tones* they show the additional land closely built over from the beginning of 1945 up to mid-1949. It will be seen how far the reality of urban settlement has gone beyond the jurisdictional framework within which such settlement is governed. An additional point of comparison between the maps is as to the urban area per dwelling unit: thus, in a newly grown centre like Greater Vancouver (page 14) we find many times the urban acreage per house that is to be found in a compact old city like Quebec (page 19); in the Vancouver area there is about ten times as much land to be traversed and serviced as in Quebec, for less than three times as many dwellings. The administrative problems arising from this fact are plain enough.

The charts of *housing stock* are also drawn to yield a number of comparisons between cities. Each symbol represents 2000 dwelling units; the toned symbols stand for dwellings in use at the 1941 Census (within the metropolitan area as then defined, except for Regina, Calgary and Edmonton—where the symbols are for the City only). The solid symbols represent new dwellings completed between the beginning of 1945 and the middle of 1949 within the same areas. It will be noted that the graphs are so drawn that 1 unit of new dwellings is placed opposite 10 units of the 1941 stock; this is done because in the five year period one new dwelling for every ten old ones would have been a fair rate of *replacement* without allowing anything for additional families coming into being in the period. (For example, it will be seen from the chart that from 1945 to 1949 metropolitan Toronto did not receive enough dwellings to take care of normal depreciation of its pre-war stock of houses, quite aside from the much greater shortfall of house production for the new families that were formed in Toronto, or moved there after the war to man the additional factories that were built.) By comparing these housing-stock charts, one can see in the roughest numerical terms which Canadian centres have maintained post war house-building activity commensurate with their pre-war size, and which centres have not. From the preceding text, some of the difficulties in finding and servicing land for house-building in outskirt districts will be appreciated.

The charts showing *new factory construction* show only the dollar value of new manufacturing plant constructed from the beginning of 1945 to mid-1949 for the same areas as are tallied in the housing charts. Each geared wheel symbol represents $1,000,000 of plant construction. Again, comparison between cities serves to reveal something of the pattern of distribution of new industry among the major centres—and by being related to the information on housing indicates how shifts or accentuations of industrial concentration can intensify the local housing shortage from centre to centre. (For instance, Calgary and Edmonton had nearly the same number of dwellings in 1941, and built almost exactly the same number from 1945 to 1949; yet Edmonton has been the scene of four times as much post war industrial construction as Calgary. Greater Winnipeg contains five dwellings for every three in greater Hamilton; yet Hamilton has acquired over three times the value in post war factories that Winnipeg has. Greater Montreal and Toronto possess less than half the dwellings in the 14 cities examined; but the two largest metropolitan areas have witnessed $4 worth of new factory building for every $3 worth in the other dozen centres put together . . . and so forth.)

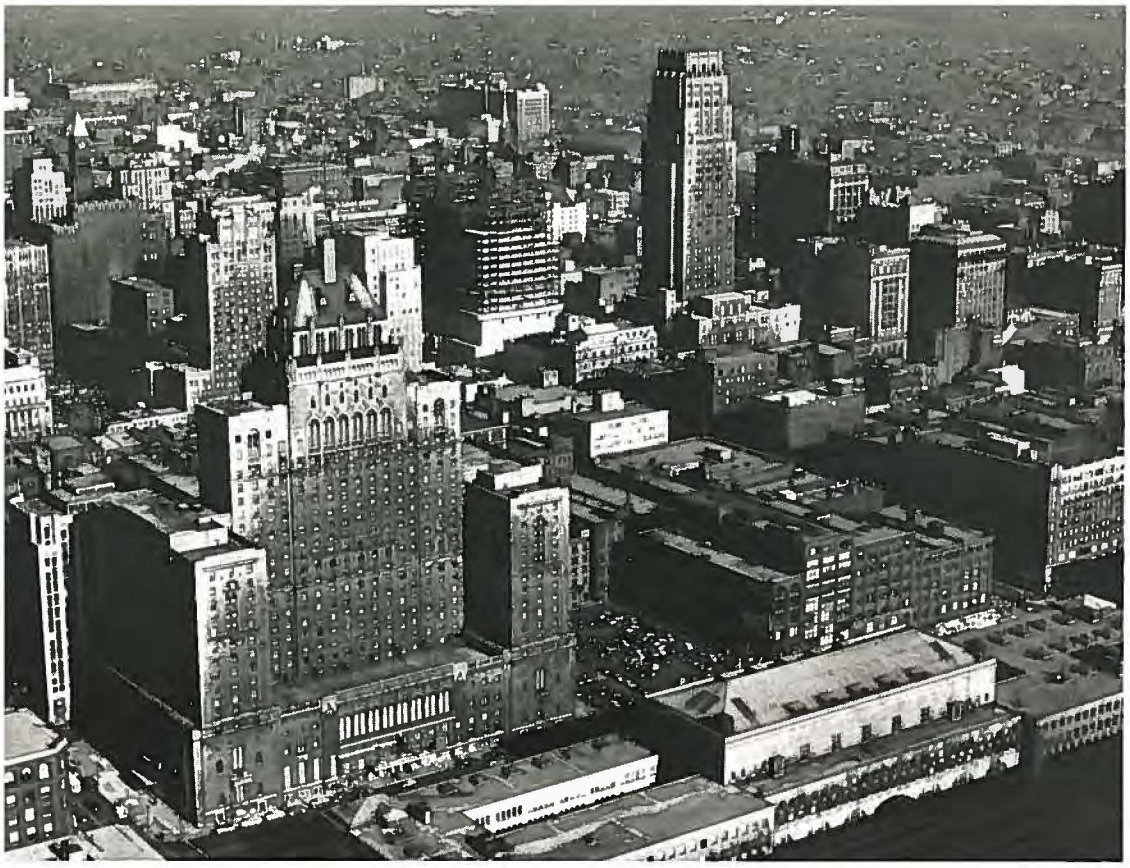
## Acknowledgments

The Association is grateful to the planning officers who made the original map notations from which our maps have been drawn. Their names are listed on page 2.

The statistical charts are based on published *Housing Bulletins* (monthly)* and *Housing Statistics Supplements* (annual) of the Dominion Bureau of Statistics, as to the housing stock and new dwellings completed. Data on post war manufacturing plant constructed were kindly provided by the Economic Research and Development Branch, Department of Trade and Commerce. The forms in which these data are set out have been designed by the Graphics Division, National Film Board of Canada, under the direction of the Community Planning Association of Canada.

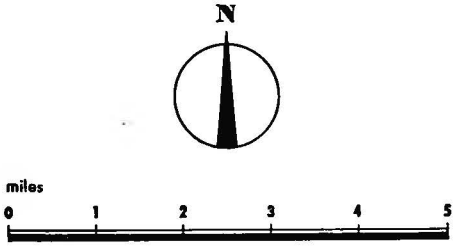
**Alan H. Armstrong**

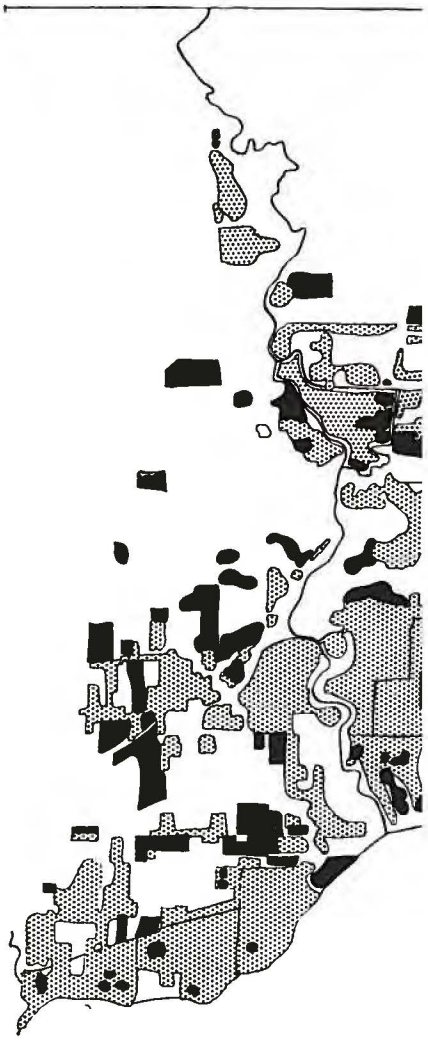
*Now entitled *New Residential Construction.*

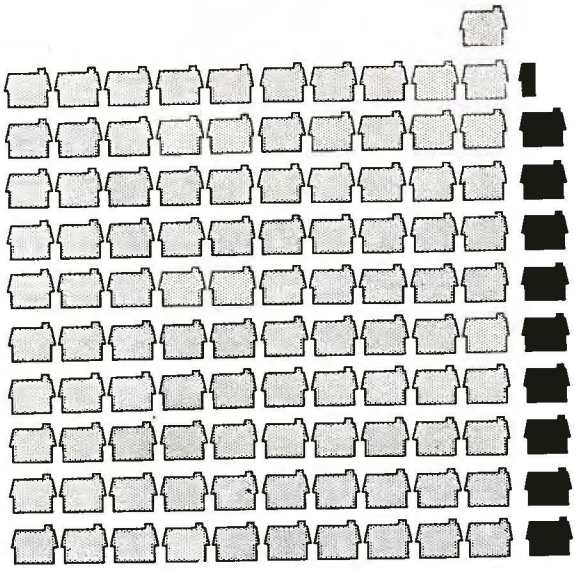


**tropolitan Toronto** (*1,020,000 people*): *Seat of government and learning, financial capital. NFB Photo*

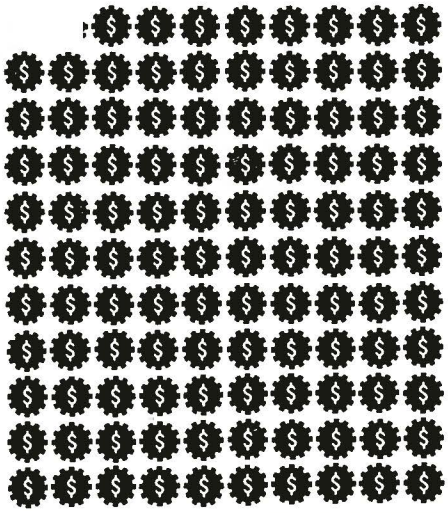
## *Metropolitan*
# TORONTO



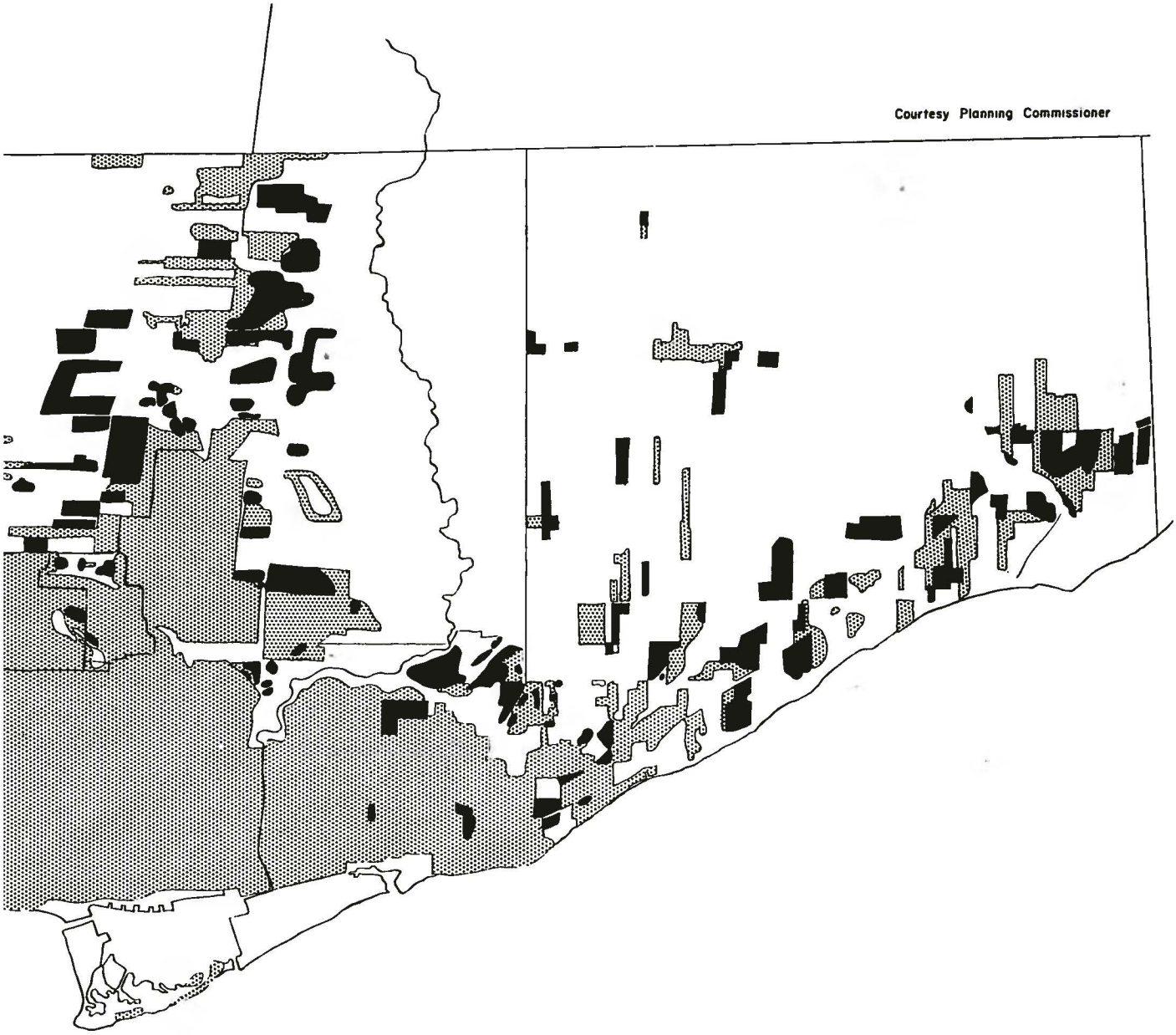





HOUSES IN USE 1941 +'45 to'49



POST WAR FACTORIES



Courtesy Planning Commissioner